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MEMORANDUM FOR: CIA Members of OCB Working Groups

You have been selected as a member of a Working Group under the Operations Coordinating Board, because of your knowledge of an area or a functional program, and because of your responsibility for, and your closeness to, operations of this Agency. Your duties in this connection will take time and thought. It is therefore important that you know the reason for your assignment, what is expected of you and what you can and should contribute.

I. The Operations Coordinating BoardA. Purpose

The OCB was set up in 1953 to coordinate the activities of U. S. Government agencies having major overseas responsibilities. Its principal functions are to assist in integrating the execution of operations carried out abroad in the furtherance of national policies, and to provide a mechanism for periodic reporting to the NSC on progress in this field. The charter members are designated because of their operating responsibilities in their own agencies.

B. Composition

The members are: (1) Under Secretary of State, (2) Deputy Secretary of Defense, (3) Director of Central Intelligence, (4) Director of the United States Information Agency, (5) Director of the International Cooperation Administration. In addition, officers of similar stature from Treasury, AEC and others attend the meetings, and certain designees of the President are members. At present these are the Special Assistant to the President for National Security Affairs and the Special Assistant to the President for Security Operations Coordination.

Each member has a Board Assistant who serves as his principal aide in all matters having to do with the OCB, both within his own agency and externally. There are approximately 45 working groups or committees composed of operating officials from the member agencies plus a number of non-member agencies as appropriate. The fact that the members of these groups are operating officials, as is the DCI and most of the other principals, is a most significant factor in the OCB organization. It is only in this way that the working of the OCB at all levels can be given realism and usefulness.

C. Papers Prepared

When the President approves an NSC policy paper pertaining to overseas operations it is usually referred to the OCB for the preparation of an Operations Plan to carry out the NSC policy. A Progress Report is required at regular intervals, usually six months; these are presented to the NSC, and in this way adequate implementation of approved policy is assured. In addition to these standard type papers, there are ad hoc papers on subjects which are outside the scope of a particular NSC policy or which have urgent significance. When

time permits papers are sent to the field in draft for comment by officers closest to the problem. The CIA Station Chief usually participates through his member-

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D. Method of Operation

For each country or functional area on which an NSC paper has been prepared or for which OCB coordination has been directed, there is a Working Group. Most of them are chaired by the State representative. Each one has a member of the permanent OCB Staff assigned to assist in drafting and otherwise. After suitable discussion the chairman or the OCB Staff member usually prepares a first draft of the required paper although each agency can contribute written material if desired or appropriate. It is usually necessary to have about three drafts before a Working Group agrees finally on a particular paper. Sometimes there are "splits," representing areas of disagreement which cannot be resolved. The papers then are considered at a meeting of the Board Assistants and finally by the Board itself. The Board Assistants meet every Friday and the Board every Wednesday.

II. Significance to CIA

The operations of this agency complement overt operations of other components of the U. S. Government. We do not of course work in a vacuum, and our efforts are directed toward certain agreed ends. Although we may achieve these ends in somewhat different ways than other agencies, the objectives must be the same. It is thus essential that we participate in the formulation of operational guidance and in the assigning of operational tasks for overseas implementation. The coordinated plan which results constitutes an "umbrella" under which we conduct covert operations and in addition allows us to be fully informed on what other agencies are doing and why they are doing it. It also helps to establish rapport between opposite numbers in different agencies.

Members of the Working Groups are representatives of the DCI. They must be competent and informed operating officials and must take the assignment seriously. It should not be viewed as an extracurricular chore.

III. Internal CIA Procedures

a. Established Working Groups usually convene at the call of the Chairman, or occasionally a member of the OCB staff. You will be notified automatically of these meetings. From time to time new Working Groups are established in response to changing operational situations. At that time the CIA Board Assistant will consult with the appropriate Division or Staff chief, or his designee, to select a regular and an alternate member. Draft terms of reference for the group will be discussed by the Board Assistant with the designated member and will be approved sometimes by the Board but usually by the Board Assistants as a body.

b. The CIA member is expected to participate fully in the discussions of the Working Group as an officer informed on the area under consideration. The papers however will contain no specific mention of CIA activities (an exception may sometimes be made in the case of intelligence objectives). The CIA member is not authorized to discuss agency operations in this forum. He must, however, make sure that no language or suggested actions are included in the

papers which could adversely affect our operations. The principal member should attend except when absolutely unavoidable. In no case should meetings be skipped entirely. In the rare instance when neither the principal nor alternate is available due to overriding emergency, a substitute should be sent but this must be cleared through the Board Assistant, since the OCB Staff will not accept anyone not so cleared.

c. CIA's contribution to the preparation of OCB papers is a fully coordinated one. Elements of DDP and DDI (or DDS if appropriate) are called on. The papers are basically concerned with operations, so that the working group members are usually selected from DDP elements. However, all papers have a strong intelligence content, and therefore DDI must contribute to them in order to bring to bear the full assets of the Agency. At the time a draft paper has reached the Semi-Final stage it is sent to DDI for comment on the intelligence content and implications. This is handled between the offices of the Board Assistant and the Special Assistant to the DDI for NSC Affairs. The latter secures comments from the appropriate DDI Office and returns these to the Board Assistant, who relays them to the Working Group member. Duplications or inconsistencies are resolved by the Board Assistant and the SA/DDI.

The DDI is concerned with the accuracy of statements made in the papers and with the tone and connotations of them, as well as with conformity to approved National Intelligence Estimates. The Working Group member should examine DDI comments carefully and if he has any substantial objections discuss them with the Board Assistant, who will arrange in coordination with the SA/DDI to iron out any differences. The Working Group member will then be expected to do his utmost to get the comments (which will almost always be stated in terms of specific suggested language) into the final draft of the paper. Occasionally objections by other agencies will make it impossible to do this.

d. After the Working Group has agreed on a final draft, the paper is considered at a meeting of the Board Assistants from each Agency and, after approval there, it is usually presented to the Board itself. For all practical purposes, the Board Assistants' Meeting represents the last forum at which detailed substantive discussions can be carried out. It is therefore important that the Working Group member and the Board Assistant discuss the paper before that meeting. Any areas of disagreement which may have arisen in the Working Group can be examined and consideration can be given to items which might be of particular significance to CIA. This will include suggestions by DDI which were not accepted. In many cases a point that has been lost in the Working Group deliberations due to strong opposition from other agencies, can be restored by the Board Assistants. In addition to the discussion after the final draft of the paper, the Working Group member is encouraged to consult with the Board Assistant either by telephone or personally at any time.

e. A Working Group member is expected to coordinate as appropriate within his own division and with the appropriate senior staff elements. The senior staff most concerned is usually the PP Staff, which receives copies of semi-final and final drafts automatically. (If in doubt as to whom to talk to in the Staff, the Deputy Chief, Operations Division, will serve as an appropriate initial contact.)

f. The Board Assistant briefs the DCI on each paper before it appears on the formal Board agenda. It is often useful, particularly in the case of papers involving a number of countries or those dealing with a complex subject, for the Working Group member or another informed officer to participate in the DCI briefing.

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IV. Covert Annex

As mentioned above, it is a general rule that no specific mention of CIA activities appears in OCB papers. However, the DCI wishes to be fully informed on our operations in the particular geographic or functional area under consideration. Accordingly, a Covert Annex is prepared by the Working Group member to accompany either a Progress Report or an Operations Plan. This is to be delivered in two copies directly to the Board Assistant. It must be available in ample time for discussion before the latter's briefing of the Director and preferably should be available before the Board Assistants meeting.

This Annex is not a staffed and coordinated paper. It should be considered solely as briefing notes for the Director. Since it bypasses the usual channels of communication between the operations elements and the DCI, it in no way replaces regular reporting procedures. It must contain a factual and concise listing of all significant operations being conducted in the particular area, along with approximate annual expenditures for each. It must avoid generalities and circumlocutions. Nothing of significance should be held back, even though it is believed that the Director is full informed. If an item is extremely sensitive, it should be discussed orally with the Board Assistant so that he can remind the DCI of the existence of this specific operation.

A sample of a typical covert annex is available for perusal in the office of the Board Assistant at any time. A few general rules for preparation are:

- a. Short, concise, factual statements of exactly what assets we have and what operations are being carried out. Avoid wordy explanations.
- b. After each operation or group of operations show the approximate annual cost. (This should not require a detailed fiscal exercise; the budgeted figure will usually suffice.)
- c. If initials are used to describe organizations, the full name should be spelled out the first time.
- d. Do not use cryptonyms or pseudonyms.
- e. Give the entire picture of PP and PM operations (plus support if particularly unusual or significant). FI activities should be grouped into categories when a complete listing would attain excessive length. However, list particularly significant operations separately. Do not restrict listings to things that have happened during the reporting period.
- f. Do not overlook IO Division's operations. A listing should be obtained from the appropriate element of IO and incorporated with the Area Division's listings.
- g. Contrary to previous practice, it will not be necessary to prepare one type of covert annex to accompany Progress Reports and another for Operations Plans. The same format applies in either case.

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h. For ease of handling classify the annexes SECRET EYES ONLY, rather than TOP SECRET. (As pointed out above, they will go only to the Board Assistant and thence by hand to the DCI.)



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Operations Coordinating Board
Assistant

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